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DEPARTMENT FOR HICKEY (EB/FSE) ONLY

E.O. 11652: N/A TAGS: ENRG, OECD

SUBJECT: IEA: SLT TEXT OF DRAFT REPORT OF

GERMAN ENERGY POLICY

REF: HICKEY/LEVINE TELECON

AS REQUESTED THERE FOLLOWS THE TEXT OF THE DRAFT REPORT DATED DECEMBER 15, 1976 OF THE GERMAN ENERGY POLICY, PREPARED BY ARGYROPOULOS OF GREECE AS RAPPORTEUR.

BEGIN TEXT:

I. LEVEL OF OIL IMPORTS IN 1985.

GERMANY HAS ESTIMATED ITS OIL IMPORTS IN L985 AT $166\,\mathrm{MTOE}$. (SEE FOOTNOTE 1)

THIS FIGURE IS THE RESULTANT OF THE COUNTRY'S FORECASTS FOR (A) TOTAL PRIMARY ENERGY REQUIREMENTS, (B) INDIGENOUS PRODUCTION OF PRIMARY AND SECONDARY ENERGY FORMS, AND (C) IMPORTS OF VARIOUS FUELS.

THE SLT REVIEW SUBJECTED EACH ONE OF THE ABOVE THREE COMPONENTS TO SCRUTINY, IN ORDER TO ASSESS THE LIMITED OFFICIAL USE

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DEGREE OF CONFIDENCE IN THE CORRESPONDING ESTIMATES ON THE BASIS OF THE UNDERLYING GOVERNMENT MEASURES AND ASSUMPTIONS.

THE FACTS THAT WERE ESTABLISHED DURING THE REVIEW SESSION OF 15 DECEMBER 1976 ARE SUMMARIZED IN THE APPENDIX.

AMONG THESE WAS A REDUCED FORECAST BY THE GERMAN GOVERNMENT FOR TPE IN 1985 BY 10, IMPLYING A PROPORTIONAL REDUCTION IN OIL IMPORTS. ON BALANCE, HOWEVER, AND UNDER THE ADDITIONAL CONDITION THAT THE PRESENTLY ADOPTED, OR IMMINENT, GOVERNMENT MEASURES WILL REMAIN IN PLACE (AND/OR BE REINFORCED AS NECESSARY) IN THE INTERIM, WE SUBMIT THAT THE PREVIOUS FORECAST OF 166 MTOE OIL IMPORTS IN 1985 IS REALISTIC, IN THE SENSE THAT IT DOES NOT DEPEND ON THE BEST POSSIBLE OUTCOME IN ALL AREAS, BUT REPRESENTS A REASONABLE COMBINATION OF POSITIVE AND NEGATIVE EXPECTATIONS.

THIS ESTIMATE IS CONSIDERED, THEREFORE, AN APPROPRIATE FIGURE TO USE AT THIS STAGE FOR THE PURPOSES OF THE GOVERNING BOARD DECISION OF 9 NOVEMBER 1976, AS DESCRIBED IN IEA/GB(76)53, PAGE 14, PARAGRAPH (D) (3).

II. UNDERLYING GOVERNMENT MEASURES.

THE FEDERAL GOVERNMENT OF GERMANY HAS ESTABLISHED IN SEPTEMBER 1973, AND HAS SINCE TWICE UPDATED, A COMPREHENSIVE ENERGY PROGRAMME AIMED AT REDUCING OIL DEPENDENCE.

THE SLT REVIEW VERIFIED THAT THIS PROGRAMME IS BASED PRIMARILY ON OIL SUBSTITUTION THROUGH INCREASED LIMITED OFFICIAL USE

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UTILIZATION OF COAL, WHICH IS THE MAIN INDIGENOUS RESOURCE, AND THROUGH INCREASED NUCLEAR POWER GENERATING CAPACITY, AND ON MORE DIVERSE PROCUREMENT OF IMPORTED ENERGY.

ENERGY CONSERVATION HAS BEEN GIVEN MUCH LESS ATTENTION. IN THIS AREA, THE FEDERAL GOVERNMENT OF GERMANY HAS RELIED MAINLY ON THE PRICE MECHANISM AND HAS SHOWN RELUCTANCE TO INTERVENE IN END-USE, ESPECIALLY IN THE INDUSTRIAL SECTOR.

THE GOVERNMENT MEASURES WHICH ARE CONSIDERED FUNDAMENTAL TO LIMITING OIL IMPORTS IN 1985 TO THE LEVEL GIVEN IN SECTION I ABOVE, ARE THE FOLLOWING:

1. THE LEGISLATION THAT PROVIDES DIRECT SUBSIDIES

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TO COAL MINING AND COAL-FIRED POWER GENERATING PLANTS (SEE FOOTNOTE 2), COUPLED WITH THE GOVERNMENT'S THOROUGH IMPLEMENTATION OF THIS AND OTHER SUPPORTING MEASURES (E.G., STOCKPILING) AIMED AT MAINTAINING PRODUCTION OF INDIGENOUS HARD COAL AT 94 MILLION TONS YEARLY TO 1985.

- 2. THE LEGISLATION THAT REQUIRES EXPLICIT GOVERNMENT AUTHORIZATION FOR ANY ADDITIONAL OIL-FIRED OR GAS-FIRED POWER GENERATING PLANTS, COUPLED WITH THE GOVERNMENTS COMMITMENT NOT TO GRANT SUCH AUTHORIZATIONS (SEE APPENDIX, PARAGRAPH 5).
- 3. THE FEDERAL GOVERNMENT'S EXPRESSED INTENTION NOT TO RELAX THE ABOVE COMMITMENT EVEN IN THE CASE OF POSSIBLE DELAYS IN THE NUCLEAR POWER PROGRAM (SEE APPENDIX, PARAGRAPH 2), BUT TO FACE SUCH SHORTFALL BY PROMOTING COAL-FIRED PLANTS TO THE EXTENT POSSIBLE.
- 4. MAINTENANCE OF HIGH INVESTMENT LEVEL FOR DEVELOP-MENT OF INDIGENOUS ENERGY SOURCES AND FOR EXPLORATION PROJECTS ABROAD.
- 5. CONTINUATION OF THE TAX RELIEF SCHEME FOR NEW LIMITED OFFICIAL USE

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LIGNITE DEPOSITS.

- 6. ENFORCEMENT OF THE RECENTLY ENACTED LAW FOR ENERGY CONSERVATION IN BUILDINGS, WHICH GIVES THE GOVERNMENT STATUTORY POWER FOR STRICTER INSULATION CODES IN NEW CONSTRUCTION AND FOR MONITORING THE OPERATING EFFICIENCY OF ALL HEATING/COOLING INSTALLATIONS.
- 7. SUPPORT AND ENACTING OF PENDING LEGISLATION FOR RETROFITTING EXISTING BUILDINGS FOR THERMAL INSULATION.
- 8. APPLICATION OF EXISTING GUIDELINES TO REQUIRE ENERGY CONSERVATION MEASURES IN SMALL FIRMS AS A CRITERION FOR GRANTING SMALL BUSINESS LOANS.
- 9. CONTINUATION OF THE 7.5 TAX CREDIT FOR INVEST-MENTS IN INTEGRATED USES OF ENERGY, WASTE HEAT RECOVERY, AND CONSERVATION TECHNOLOGY BY SMALL FIRMS.
- III. OTHER UNDERLYING ASSUMPTIONS.

IN ADDITION TO EXPLICIT GOVERNMENT MEASURES, THE LEVEL OF OIL IMPORTS GIVEN IN SECTION I DEPENDS ALSO FUNDAMENTALLY ON ACTIONS AND DEVELOPMENTS IN SECTORS OF THE GERMAN ECONOMY ON WHICH THE FEDERAL GOVERNMENT DOES NOT, OR IS RELUCTANT TO, EXERCISE DIRECT CONTROL. SPECIFICALLY, IT DEPENDS ON THE EXPECTATION OF THE FEDERAL GOVERNMENT, AS EXPRESSED BY THE RESPONSIBLE OFFICIALS DURING THE REVIEW SESSION, THAT THE FOLLOWING ASSUMPTIONS ARE JUSTIFIED:

PRIVATE INDUSTRY WILL CARRY OUT ALL REQUIRED FINANCING AND CONSTRUCTION FOR
 (A) THE INSTALLATION OF 35 GW TOTAL NUCLEAR LIMITED OFFICIAL USE.

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GENERATING CAPACITY BY 1985, AND
(B) THE EFFECTIVE DISTRIBUTION AND UTILIZATION
OF 71 MTOE OF NATURAL GAS
(INDIGENOUS AND IMPORTED) BY 1985.

- 2. THE RATE OF GROWTH OF THE GDP WILL BE SUCH THAT THE TOTAL PRIMARY ENERGY REQUIREMENTS IN 1985 WILL NOT EXCEED 350 MTOE. (SEE FOOTNOTE 3)
- IV. IDENTIFICATION OF POSSIBLE ADDITIONAL MEASURES.

DURING THE REVIEW SESSION, SEVERAL ADDITIONAL

POSSIBLE MEASURES, OR REINFORCEMENT OF EXISTING ONES, WERE IDENTIFIED, AND WERE DISCUSSED IN A PRELIMINARY FASHION WITH THE OFFICIALS OF THE FEDERAL REPUBLIC OF GERMANY. SUCH PRELIMINARY DISCUSSION WAS NOT SUFFICIENT TO ESTABLISH THE POSSIBLE QUANTITATIVE EFFECT OF THESE MEASURES WITH ANY DEGREE OF CONFIDENCE.

THESE ISSUES ARE SUMMARIZED HERE, SO THAT THEY MAY SERVE AS NECESSARY IN THE DEVELOPMENT OF THE GOVERNING BOARD DECISION IN IEA/GB(76)53, PAGE 15, PARAGRAPHS (D), (4) AND (5).

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- 1. ENERGY CONSERVATION, WHICH HAS RECEIVED SECONDARY ATTENTION TO-DATE, CAN BE VASTLY INTENSIFIED.
 RELIANCE ON THE PRICE MECHANISM IS NOT ADEQUATE IN THIS AREA, WHERE ONLY STRONG MEASURES, THAT HURT, CAN CONVINCE THE PUBLIC THAT THE GOVERNMENT IS SERIOUSLY COMMITTED TO ENERGY CONSERVATION. SPECIFICALLY, THE FOLLOWING MEASURES COULD BE TAKEN BY THE FEDERAL GOVERNMENT OF GERMANY:
 - (A) INCREASE (RATHER THAN DECREASE, AS IS PRESENTLY CONTEMPLATED) OF THE FUNDS BUDGETED FOR CONSUMER INFORMATION ON ENERGY CONSERVATION.
 - (B) INTRODUCTION OF COMPULSORY LABELING OF ENERGY-CONSUMING PRODUCTS.
 - (C) INTRODUCTION OF GUIDELINES FOR ENERGY

CONSUMPTION IN ENERGY-INTENSIVE INDUSTRIES, AND MONITORING OF ACTUAL PERFORMANCE.

- (D) EXTENTION OF INCENTIVES (E.G., THE 7.5 TAX CREDIT) TO ALL ENERGY SAVING INVESTMENT
- (E) SUBSIDIZE THE COMMERCIALIZATION OF NEW CONSERVATION TECHNOLOGIES, SINCE ORDINARY MARKET FORCES AND FINANCING SOURCES MAY LIMITED OFFICIAL USE

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WELL BE INADEQUATE TO OVERCOME INITIAL COSTS AND RISKS

- (F) PROVIDE CONSULTANT SERVICE FOR ENERGY CONSERVATION TO SMALL FIRMS, AS HAS BEEN DONE IN THE PAST FOR PRODUCTIVITY.
- 2. FOR INCREASED OIL SUBSTITUTION, THE FEDERAL GOVERNMENT COULD:
 - (A) EXTEND THE SUBSIDIES FOR COAL UTILIZATION TO ALL THERMAL USES IN INDUSTRY (IN ADDITION TO ELECTRICITY GENERATION). SUCH UTILIZATION OF COAL IN GERMAN INDUSTRY HAS DECLINED BY A FACTOR OF 10 OVER THE LAST DECADE, DESPITE THE WELL-KNOWN PROFICIENCY OF GERMAN TECHNOLOGY IN THIS FIELD. ON THE OTHER HAND, SUCH ACTION SHOULD BE MODERATED BY THE AVAILABILITY OF NATURAL GAS FOR INDUSTRIAL USE.
 - (B) COUPLE SUCH SUBSIDIES WITH INCREASED TAXATION OF HEAVY AND RESIDUAL FUEL OILS. SUCH ACTION WILL ALSO PROVIDE ADDITIONAL INCENTIVE FOR FURTHER CRACKING OF OIL IN GERMAN REFINERIES.
- 3. TO IMPROVE CONDITIONS FOR ACCELERATED DEVELOPMENT
- OF ENERGY SOURCES, THE FEDERAL GOVERNMENT COULD:
 - (A) IMPROVE THE PUBLIC ACCEPTANCE OF NUCLEAR POWER PLANTS THROUGH VASTLY INTENSIFIED INFORMATION CAMPAIGN AND PLANNING FOR INTEGRATED LAND USE.
 - (B) CONTINUE HIGH LEVEL OF INVESTMENT IN THE DEMINEX PROGRAMME (SEE APPENDIX, PARAGRAPH 8) AND EXTEND EXPLORATION PROJECTS ABROAD OUTSIDE THE EEC AREA.
- (C) ESTABLISH LARGE-SCALE PROGRAM FOR CO-OPERATIVE FUNDING OF ENERGY SOURCE LIMITED OFFICIAL USE

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DEVELOPMENT PROJECTS ABROAD.

FOOTNOTES:

- 1. THE PRESENT REPORT ASSUMES THAT THE READER IS FAMILIAR WITH THE BACKGROUND MATERIAL SUBMITTED IN THE PAST BY GERMANY AND ITS VERY BRIEF SUMMARY IN IEA/SLT(76)97. IT WILL ONLY BE NOTED HERE, FOR PERSPECTIVE, THAT 166 MTOE IN 1985 REPRESENTS AN AVERAGE YEARLY INCREASE OF 3 OVER THE OIL IMPORT LEVEL OF 1975, WHICH WAS 122.5 MTOE. IN RELATIVE TERMS, HOWEVER, IT REPRESENTS A DECLINE IN THE RATIO OF OIL IMPORTS TO TOTAL PRIMARY ENERGY REQUIREMENTS. THIS RATIO WAS 0.50 IN 1975 AND IS PROJECTED TO BE 0.43 IN 1985.
- 2. THESE SUBSIDIES COVER THE COST DIFFERENTIAL BETWEEN COAL-FIRED AND OIL-FIRED ELECTRICITY GENERATION, AND ARE EXPECTED TO EXCEED 1.3 BILLION DM IN 1976 ALONE (SEE APPENDIX, PARAGRAPH 7).
- 3. THIS FIGURE, PRESENTED DURING THE REVIEW SESSION, IS 10 LOWER THAN THE PREVIOUS ESTIMATE SUBMITTED BY GERMANY (SEE APPENDIX).

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APPENDIX

FACTS ESTABLISHED DURING THE REVIEW SESSION

- 1. THE LATEST ESTIMATE FOR TPE REQUIREMENTS IN 1985 IS 350 MTOE RATHER THAN THE 388 MTOE PREVIOUSLY SUBMITTED TO THE IEA. THIS CORRESPONDS TO 10 REDUCTION OF EVERY SINGLE FUEL REQUIREMENT, BUT IT WILL NOT AFFECT COAL PRODUCTION, WHICH WILL BE MAINTAINED AT THE PLANNED LEVEL. ANY POSSIBLE COAL SURPLUS WILL BE ABSORBED BY THE COAL STOCKPILING PROGRAMME.
- 2. THE STATUS OF THE NUCLEAR POWER GENERATING PROGRAMME IS THE FOLLOWING: 6.4 GW ARE PRESENTLY ON LINE; 11.4 GW ARE UNDER CONSTRUCTION AND ARE EXPECTED TO BE ON LINE WELL BEFORE 1985, PROBABLY BY 1982-83; THUS THE ASSURED NUCLEAR GENERATING CAPACITY BEFORE 1985 IS 18 GW. TO THIS FIGURE COULD BE ADDED ANOTHER 17 GW, APPROXIMATELY, WHICH ARE PRESENTLY IN VARIOUS DESIGN AND FINANCING STAGES AND FOR WHICH THE TESTIFYING OFFICIALS BELIEVED THAT THEY CAN BE ON LINE BY 1985. ALTHOUGH THIS NEW OFFICIAL LIMITED OFFICIAL USE

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ESTIMATE OF APPROXIMATELY 35 GW TOTAL NUCLEAR GENERATING CAPACITY BY 1985 IS SUBSTANTIALLY LOWER THAN THE PREVIOUS SUCH ESTIMATE OF 45 GW, THE REVIEW STILL FINDS THAT THERE IS CONSIDERABLE DANGER OF FURTHER SHORTFALL, SINCE SOME OF THE SITES ENVISIONED WITHIN THE 17 ADDITIONAL GW HAVE NOT YET RECEIVED FINAL AUTHORIZATION BY LOCAL ADMINISTRATIONS.

- 3. THE FINANCING OF THE ABOVE NUCLEAR POWER GENERATING CAPACITY IS EXPECTED TO BE CARRIED OUT ENTIRELY BY THE PRIVATE GERMAN UTILITIES. PREVIOUS CONCERNS THAT ADDITIONAL SOURCES OF FINANCING MIGHT BE NEEDED REFERRED TO THE THEN HIGHER EXPECTATIONS FOR NUCLEAR CAPACITY BY 1985 (SEE ABOVE).
- 4. THE PRESENT TOTAL INSTALLED POWER GENERATING CAPACITY IN THE FEDERAL REPUBLIC OF GERMANY IS 82 GW. THE PROJECTED REQUIREMENT FOR 1985 IS 120 GW. AS MENTIONED ABOVE, 28.4 OF THE REQUIRED 38 ADDITIONAL GW ARE EXPECTED TO BE IN NUCLEAR PLANTS.
- 5. THE FEDERAL GOVERNMENT IS COMMITTED TO STRICT ENFORCEMENT OF THE LEGISLATION THAT RESTRICTS NEW OIL-FIRED AND GAS-FIRED POWER GENERATING PLANTS. EXCEPTIONS WILL BE MADE ONLY IN EXTREME CASES. THE

PROJECTED INCREASE OF OIL-FIRED AND GAS-FIRED CAPACITY IN 1985 COMPARED TO 1975 REPRESENTS PLANTS THAT HAD BEEN APPROVED BEFORE THE RESTRICTING LEGISLATION WAS ENACTED.

6. THE FEDERAL GOVERNMENT ALSO HAS THE INTENTION TO MAINTAIN THIS COMMITMENT IN THE CASE OF SHORTFALL IN NUCLEAR GENERATING CAPACITY BY PROMOTING COALFIRED PLANTS AND ALLOWING OIL-FIRED PLANTS ONLY AS A LAST RESORT.

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7. SUBSIDIES FOR COAL-FIRED POWER GENERATION UNDER THE 3RD POWER GENERATING LAW OF DECEMBER 1974 AND ITS REVISION OF MARCH 1976 HAVE AMOUNTED TO 1 BILLION

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DM IN 1975 AND ARE PROJECTED TO RISE TO 1.3 AND 1.5 BILLION DM IN 1976 AND 1977, RESPECTIVELY.

8. THE DEMINEX PROGRAMME FOR OIL EXPLORATION IN GERMANY AND ABROAD WAS ESTABLISHED IN 1969 WITH A BUDGET OF 575 MILLION DM FOR THE PERIOD 1969-74. A FURTHER 600 MILLION DM WERE AUTHORIZED FOR THE PERIOD

1975-78. IT IS ANTICIPATED THAT 900 MILLION DM WILL BE AUTHORIZED FOR THE PERIOD 1979-81.

- 9. ALL FACILITIES AND INFRASTRUCTURE FOR THE DISTRIBUTION OF THE PLANNED VAST INCREASE IN NATURAL GAS CONSUMPTION IN 1985 COMPARED TO 1975 WILL BE FINANCED AND BUILT BY PRIVATE INDUSTRY. OF THE ANTICIPATED CONTRACTS FOR 52 MTOE NATURAL GAS IMPORTS IN 1985, 90 HAVE BEEN SIGNED.
- 10. THE FEDERAL GOVERNMENT IS VERY RELUCTANT, IN PRINCIPLE, TO INTERVENE IN INDUSTRY WITH REGULATIONS, DESPITE THE FACT THAT INDUSTRY CONSUMES 47 OF THE TOTAL PRIMARY ENERGY REQUIREMENTS OF THE COUNTRY.
- 11. SPEED LIMITS OF 130 KPH EXIST ON COUNTRY ROADS, BUT NOT ON THE FEDERAL MOTORWAYS. THE GOVERNMENT LIMITED OFFICIAL USE

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HAS ESTIMATED THE POTENTIAL SAVING FROM INTRODUCING THE SAME SPEED LIMIT ON THE MOTORWAYS TO BE 0.3 MTOE.

12. THE BUDGET FOR PUBLIC INFORMATION ON ENERGY MATTERS HAS BEEN LIMITED TO 2 MILLION DM PER YEAR AND THERE IS TENDENCY TO DECREASE IT RATHER THAN INCREASE IT IN THE FUTURE. END TEXT.

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